

OXC-1328
Copy 7 of 9

17 February 1961

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MEMORANDUM FOR : Chief, Materiel Branch, Development Projects Division

SUBJECT : Command Relationships at Project OXCART []

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REFERENCE : Draft Cable from Headquarters to [] dated 13 February 1961, attached.

1. I have read the referenced draft cable with considerable care, and, as I believe you know, I have meditated separately at great length on its entire subject matter, especially that portion dealing with the delineation of responsibilities for the construction and operation of the OXCART facility.

2. While I am in agreement with the need for careful delineation of responsibilities in the present situation there, and would generally not quarrel substantively with setting down separate areas of responsibilities in the format you have proposed, I must on balance take issue with the proposed draft and in large part reject its conclusions.

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3. In my opinion, it is essential that the Base Manager be the central, single authority for the work being carried on []. I find his position analagous to that of a symphony conductor, who is responsible for producing harmonious sounds from a variety of musical instruments, none of which he may be personally able to play as well as any of the individual musicians. In an Agency frame of reference, I believe his role is wholly comparable to that of an overseas Chief of Station, at least up to the stage when an operational tenant unit comes to operate from the base. It is to this man that Headquarters must look for central direction and programming of the entire construction and maintenance phase. In this role, [] has the entire fiscal management responsibility, in addition to those other tasks which your draft enumerates: security, communications, messing, billeting, transportation, and the operation of public utilities.

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4. While I find I can subscribe to the concept that purely technical direction of the supply and engineering function can come from outside []

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[] I believe you will agree that there may well be occasions where what is technically feasible in a given case may be fiscally impractical at the same moment, or that it might not be appropriate to the prosecution of the basic program where field responsibility rests exclusively with the Base Manager. If you were to extend the principle that the supply and engineering functions should only have a loose, confederated relationship to the Base Manager, you would have to add that the same sort of relationship should exist in the fields of security, communications, and finance, each of which has certain professional standards and doctrines that they regard as technical matters. Accordingly, I must insist that we adhere to the basic idea [] that there be a single point of control and authority, and that this reside exclusively with []

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5. I conceive of the role of the Resident Engineer [] 25X1 primarily a support function, where the incumbent must be able to provide engineering advice and guidance to the Base Manager, and where he must be ready to assist the Manager in seeing that agreed specifications are adhered to and that the contractor does not go off making independent engineering conclusions that are inconsistent with the basic policy and fiscal guidance provided the Manager by this Headquarters. Thus, if the Base Manager concludes that he requires on-site support of the Resident Engineer to meet a particular problem, he must be able to direct that the Resident Engineer provide these services, and without immediate and continued reference to this Headquarters. As you know, we have experienced conflict over this issue in the past, and until we can settle it, I am sure trouble will continue to exist. I am also firmly of the opinion that we should not look to [] to make any decisions for us relative to the manner in which the Resident Engineer's services should be utilized.

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6. As far as the line of written communication between Headquarters and [] I can see no other appropriate solution than to follow the ample precedent existing elsewhere in the Agency; namely, that all communications to and from [] regardless of the originator at that end, flow through the Base Manager. I cannot agree with any proposal which has the Resident Engineer informing the Base Manager of what he sends or receives after the fact. Naturally, on technical engineering matters, I am certain that the Base Manager would not attempt to second guess the Resident Engineer's conclusions; but he must be in a position to comment on them as he sees fit prior to their receipt in this Headquarters. With a system working properly, this should provide no problem of interference with anyone's established professional status, nor in my opinion does it violate any concept of good management with which I am familiar. The Base Manager is in a position to receive and digest much more information from a wider variety of sources than the Resident Engineer; information which could drastically affect the conclusions reached by the Engineer. Without a reasonably free exchange

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between them, we could easily find ourselves working at cross purposes [redacted] simply to preserve ourselves from a personality difference between two individuals.

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7. I have gone on at this length simply to illustrate that I cannot accept any solution which dilutes the central authority of the Base Manager. I have nothing but the highest praise for the energy, cost-consciousness and general ability of [redacted] in the present situation. [redacted] 25X1 have reason to believe that for a variety of reasons [redacted] has not displayed the same amount of vigor and effort in pursuit of his job. [redacted] 25X1 it is true that he is personally dissatisfied with his role in OXCART, and if he is unwilling to spend what [redacted] and I regard as the necessary time on site, I see no course remaining but to request his early reassignment. As you know, John Parangosky and I had a serious talk with [redacted] on my most recent trip West; to this date I have seen no visible improvement or exercise of the initiative and flexibility I associated with Al's efforts in our AQUATONE association. I do not feel that any restatement of responsibilities to [redacted] and [redacted] that does not begin and end with simple philosophy I have tried to express will ever give us anything but a temporary truce. I propose, therefore, to respond to the repeated requests of [redacted] to spend the bulk of his time on-site [redacted] by a simple declarati[redacted] 25X1 statement that we wish [redacted] to commence spending on the order of four out of five working days a week [redacted] rather than with [redacted] 25X1 [redacted]. This should be even more understandable than when John and I talked to Al last, since I now understand that [redacted] 25X1 is moving its [redacted] procurement and estimating function from town to [redacted] in order to be closer to the job at hand. I am sure you will understand that I have experienced difficulty in arriving at these conclusions, since I have no desire to damage Al's reputation or to reach unfriendly terms with him over what should be a fairly straightforward, adult working relationship between grown men. I would appreciate your comments.

JAMES A. CUNNINGHAM, JR.
Assistant Chief
DPD-DD/P

Attachment
Cable Draft

Distribution:

- | | |
|------------------------|------------------------|
| 1 - C/DPD/MAT, w/att | |
| 2 - ASST CH/DPD, w/att | |
| 3 - AC/DPD, w/att | 6 - DPD/PERS, w/att |
| 4 - C/DPD/DB, w/att | 7, 8 - [redacted] 25X1 |
| 5 - DPD/ADMIN, w/att | 9 - DPD/RI |
- DPD-DD/P:JACunningham, Jr./mg

DRAFT**SECRET**DRAFT

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[] :mrs

15 February 1961

TO :

ATTN:

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1. IT HAS BECOME APPARENT TO HQ THAT THE ORIGINAL DELINEATION OF RESPONSIBILITIES IN CONNECTION WITH [] HAVE BECOME CONFUSED. HQ ASSUMES SOME OF THE RESPONSIBILITY FOR THIS CONDITION. THEREFORE, IT IS APPARENT THAT A RE-STATEMENT OF RESPONSIBILITIES IS NECESSARY.

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2. RESPONSIBILITIES OF [] MANAGEMENT OF THE BASE WHICH INCLUDES ADMINISTRATION OF ASSIGNED PERSONNEL, MAINTENANCE OF INSTALLED FACILITIES, FINANCE, SECURITY, COMMO, MESSING, BILLETING, TRANSPORTATION AND OPERATION OF PUBLIC UTILITIES. THE SUPPLY FUNCTION AND THE ENGINEERING FUNCTION ARE ADMINISTRATIVELY ATTACHED TO [] HOWEVER, THE SUPPLY FUNCTION IS UNDER THE TECHNICAL JURISDICTION OF THE PROJ SUPPLY DEPOT COMMANDER AND THE ENGINEERING FUNCTION IS UNDER THE TECHNICAL CONTROL OF THE MATERIEL BRANCH, PROJ HQ.

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3. RESPONSIBILITIES OF [] RESPONSIBLE FOR ALL ENGINEERING IN CONNECTION WITH [] AND WILL BE THE POINT OF CONTACT ON ALL SUCH MATTER FROM PROJ HQ AND [] IS THE ONLY ONE AUTHORIZED TO CONDUCT PROJ ENGINEERING BUSINESS WITH [] AND/OR ANY CONTRACTORS THAT MAY BE PERFORMING CONSTRUCTION OR ENGINEERING SERVICES. MR [] IS REFERRED TO THE LETTER OF INSTRUCTION DATED 13 JAN 1960 AND REQUESTED TO IMPLEMENT THE REPORTING STIPULATED THEREIN.

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4. THE DEVELOPMENT OF THE [] FACILITY INTO A FINISHED OPERATING BASE IS THE JOINT RESPONSIBILITY OF ALL PROJ PERSONNEL. IN ORDER THAT THE PROGRAMMED OPERATIONAL READINESS DATE WILL BE MET IT IS ESSENTIAL THAT THE CONTENT OF THIS MESSAGE BE STRICTLY ADHERED TO. THIS DIRECTIVE IS NOT

INTENDED IN ANY WAY TO RESTRICT THE BASE COMMANDERS RELATIONSHIP WITH [REDACTED] 25X1
IN CONNECTION WITH MAINTENANCE AND HOUSEKEEPING REQUIREMENTS. THE PROJECT
ENGINEER WILL NOT CONCERN HIMSELF WITH THESE PROBLEMS UNLESS SPECIFICALLY
REQUESTED BY THE BASE COMMANDER.

5. IT MUST BE REITERATED THAT IT IS OF THE UTMOST IMPORTANCE THAT THE
BASE COMMANDER AND RESIDENT ENGINEER FUNCTION AS A TEAM AND IT IS EXPECTED
THAT BOTH PARTIES WILL REACH AN AGREEMENT AS TO THE METHOD OF IMPLEMENTING
THIS DIRECTIVE AND KEEPING HQ PROPERLY INFORMED ON A CURRENT BASIS.

25X1 6. PROJ HQ HAS TAKEN STEPS TO OBTAIN AN ENGINEER INSPECTOR TO BE
STATIONED AT [REDACTED] ON A CONTINUOUS BASIS FOR THE PURPOSE OF MONITORING
25X1 ALL CONSTRUCTION ACTIVITIES. THIS INDIVIDUAL WILL BE UNDER THE ADMINISTRATIVE
JURISDICTION OF [REDACTED] AND UNDER THE TECHNICAL JURISDICTION OF THE RESIDENT
ENGINEER.

25X1 7. HQ DESIRES THAT THE RESIDENT ENGINEER IN COLLABORATION WITH MR
[REDACTED] DETERMINE THE EXTENT OF ENGINEERING REQUIREMENTS ON A
25X1 PROGRAMMED BASIS REQUIRING THE CLOSE COLLABORATION OF THE RESIDENT ENGINEER
WITH THE [REDACTED] ORGANIZATION. AS A RESULT OF THIS, HQ DESIRES
25X1 AN INDICATION AS TO THE APPROXIMATE TIME REQUIRED FOR THE RESIDENT ENGINEERS
PRESENCE AT THE [REDACTED] ORGANIZATION OFFICE. THE BALANCE OF THE
WORKING TIME TO BE SPENT ON SITE. IT IS APPRECIATED THAT THE ACCURATE DETER-
MINATION AT THIS POINT MAY BE DIFFICULT BUT HQ DEEMS IT NECESSARY TO HAVE A
GENERAL IDEA AS TO TIME TO BE SPENT ON ACTUAL ENGINEERING AND DESIGN
PROBLEMS AS OPPOSED TO THE MONITORING OF CONSTRUCTION.

25X1 8. IN VIEW OF THE CRITICAL PHASE IN CONNECTION WITH BASE CONSTRUCTION
AND THE COMPLEXITY OF SEVERAL [REDACTED] LOCATIONS WHICH ARE TIED INTO THE
25X1 ENGINEERING PROGRAM, IT IS REQUESTED THAT THE RESIDENT ENGINEER KEEP MR
[REDACTED] OFFICE INFORMED AS TO HIS WHEREABOUTS AT ALL TIMES.